

BUDGET
TOP PRIORITY

GOVERNMENT OF ANDHRA PRADESH
ABSTRACT

Budget Estimates 2010-11 – Instructions for the preparation of Budget Estimates – Issued.

FINANCE (BG) DEPARTMENT

G.O.Ms.No. 246

Dated:01 -10-2009.
Read the following:-

1. G.O.Ms.No.135, Finance & Planning (FW:BG) Department, dt:20.9.2000.
2. G.O.Ms.No.664, Finance (BG) Department, dt:27.10.2001.
3. Circular Memo.No.23929/A/1087/A1/BG.I/2005, dt.20.09.2005.
4. G.O.Ms.No.183, Finance (BG.I) Department, dt.30-06-2006.
5. Circular Memo.No.21141-A/176/DMC/2009 of Finance (DMC) Department, dt:20.08.2009.
6. G.O.Ms.No.214, Finance (W&M) Department, dt.20-08-2009.

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ORDER:

According to Para 16.19.1 of the A.P. Budget Manual, the Heads of Departments and other Estimating Officers should prepare their estimates for both receipts and expenditure in duplicate and send one copy direct to the Finance Department, and the other to the Administrative departments of the Secretariat concerned. The Estimating Officer should submit the estimates, so as to reach the administrative departments of the Secretariat concerned by **1st October 2009**. The administrative departments should send the estimates with their comments so as to reach the Finance Department by **15th October, 2009**.

2. According to para 16.8 of the AP Budget Manual, the HODs and other Estimating Officers should prepare budget estimates for receipts based on the existing rates of taxes, duties and fees etc., and no increase or reduction in such rates which has not been sanctioned by the Government should be proposed.

3. According to para 16.9 of the AP Budget Manual, the HODs and Estimating Officers shall make provisions for all sanctioned schemes, but not for schemes of new expenditure which has been submitted to the Government but not yet sanctioned. Experience shows that every year many Departments are furnishing the estimates in a routine manner without examining the need for the continuation of the scheme and justification for the provisions claimed by the Departments. In view of the need to observe strict economy in expenditure, it has been decided to make a thorough review of the budget proposals furnished by the Departments. The Heads of Departments and other Estimating Officers are, therefore, requested to furnish the following information, in addition to the number statements as per the instructions already issued, i.e., an explanatory note to justify their estimates under each sub-head of account.

- (a) The objectives of the Scheme or work of the Department;
- (b) Relevance of the programme to the over all objective in the present context;

- (c) The quantum of the work done by the Department, the physical targets achieved under the scheme during 2007-08 & 2008-09, the physical targets proposed to be achieved during 2009-10 and 2010-11;
- (d) The justification for various categories of posts and number of posts in each category as existing in the Scheme or Department; and
- (e) The consequences of its non-funding.

4. All the Heads of Departments and other Estimating Officers are also requested to review the existing Non-Plan Schemes very critically, so that those schemes which do not serve any tangible purpose substantially are dropped or phased out or reduced and surplus staff available there under be reported to Finance (SMPC) Department immediately.

5. All the Heads of Departments and other estimating Officers are requested to furnish proposals for Revised Estimates 2009-10 and Budget Estimates 2010-11 in respect of Revenue Receipts and Loan Receipts with which they are concerned by giving full details of targets fixed as per performance indicators for each department.

6. (i) The provisions under the concerned detailed heads i.e., standard objects of expenditure shall be included keeping in view the guidelines indicated in references 2nd and 3rd read above. The provisions for Dearness Allowance, Leave Travel Concession, House Rent Allowances, Encashment of earned leave, Medical Reimbursement etc., shall be included under respective sub-detailed heads under 010 "Salaries".

(ii) The estimates for contingent expenditure shown under "Office Expenses" should be prepared with reference to the instructions laid down in para 16.16 of the A.P. Budget Manual. Details of the items of expenditure included, detailed reasons together with figures should be furnished along with the actuals for the past three years in respect of each item. Proper attention must be paid while estimating water and electricity charges which should take into account pending arrear bills, the increase in tariff rate etc., and provision for the amounts that will become payable in the year. Wherever arrears are included, detailed reasons together with figures would be furnished in the explanatory note.

7. **APFRBM Rules, 2006:** As per rule 6(1) of APFRBM Rules, 2006 the State Government shall at the time of presenting the Budget make following disclosures as required under Section 10 of APFRBM Act 2005.

- (i) *Form D-7 Statement of Assets.*
- (ii) *Form D-8 Tax Revenues raised but not realized.*
- (iii) *Form D-9 Statement of Miscellaneous liabilities outstanding.*

All the Heads of Departments and Estimating Officers are therefore requested to furnish the relevant information in the prescribed proformae appended to this order alongwith the Budget Estimates 2010-11 invariably as these statements have to be presented to the Legislature.

8. The attention of Estimating Officers is invited to the following special points:

- (i) ***Date of submission of Estimates:*** All estimates should be submitted to the Administrative Departments of the Secretariat concerned with a copy to Finance Department not later than **10th October, 2009**. The Administrative Departments of Secretariat would send the estimates with their comments so as to reach the Finance Department by **20th October, 2009** at the latest. Experience has shown that inspite of

clear instructions, the Budget proposals in most of the cases are sent very late. Steps should, therefore, be taken to ensure that the dates prescribed above are strictly adhered to. If estimates are received after 20th October, 2009, Finance Department will not be able to intimate any changes made in the estimates of Departments as there will not be sufficient time for considering representations against changes effected by this Department.

- (ii) **Number Statements:** With regard to the preparation of Number Statements necessary instructions have already been issued in the Govt. Circular Memo.21141-A/176/DMC/2009, Finance Department, dated:20.08.2009. While furnishing the number statements, the Estimating Officers should keep in view the instructions contained in the above said Circular Memo. The following particulars should be furnished in the Number Statements and salaries if not already done.
- (1) Permanent and temporary establishment (both Gazetted and Non-Gazetted) should be shown separately for each category, as decided in the Implementation Committee meeting of the Department concerned.
 - (2) Copies of the Government sanctions in respect of all temporary establishments may also be enclosed to the Number Statements and their references indicated in the statement where the particulars of staff are given.
 - (3) In the Number Statements the details of vacant posts and the period they are likely to be vacant should be indicated. If the posts are likely to be vacant for more than 6 months, no provision has to be made in the Budget for these vacant posts.
 - (4) Furnish the details of contract appointments outsourcing of services category wise made against regular vacancies in a separate proforma.
- (iii) **Necessity for prompt submission of Estimates:** The estimates should be framed on the basis of the latest actuals available. As delay in the submission of estimates to the Government involves serious dislocation of work in the Secretariat, the estimates should be sent in the complete form as early as possible and in any case before **10th October, 2009**. Estimating Officers should not delay the submission of the estimates to the Government on the ground that full particulars have not been received from the Sub-ordinate Officers under their control. In such cases, the estimates should be framed with the available particulars and submitted to the Government before **10th October, 2009**.
- (iv) **Accuracy and authority for estimates:** It will be the responsibility of the Heads of Departments and other Estimating Officers to see that no omissions or deviations are made in making provisions for any sanctioned scheme or any other item of expenditure covered by sanction of the competent authority for which provision sought to have been made in Part- I of the Budget Estimates (sanctioned item). **Similarly no provision should be made in Part – I of the Estimates, for any item of expenditure for which no sanction of Government exists.** Provision should be made in the Budget Estimates for the coming year for all sanctioned schemes but not for schemes of new service, which have been submitted to Government but not yet sanctioned. It has, however, been observed that the above procedure is not being followed by some Heads of Departments, who have been including provisions in the

Budget Estimates for schemes which have not been sanctioned by Government. Certain Departments have also been proposing heavy increases in the existing provisions in the normal budget estimates without obtaining prior sanction of the Government. ***This procedure is irregular.*** The Heads of Departments and other Estimating Officers are requested to observe the instructions in para 16.9 of the Budget Manual scrupulously while submitting the Budget Estimates 2010-11. While minor increases based on trends of actuals and admitted needs may be allowed, increases involving substantial amounts proposed over the existing provisions should be supported by Government orders sanctioning the increase duly enclosing copies of the relevant Government orders. ***Provision included in the Budget Estimates for the schemes which have not been sanctioned by the Government are liable to be summarily rejected and no correspondence will be entertained on this account.***

- (v) ***Economy:*** The attention of the Heads of Departments and other Estimating Officers is invited to the economy measure orders issued in G.O.Ms.No.214, Finance (W&M) Department, dated:20-08-2009 and they are requested to frame the Revised Estimates 2009-10 and Budget Estimates 2010-11 keeping in view these measures.
- (vi) ***Revised Estimate:*** The Revised Estimate besides enabling the Government to arrive at the approximate closing balance for the current year (that is the opening balance for the next year), are ***prima facie*** the best guide to the coming year's estimates. It is, therefore, essential that Revised Estimates are prepared with great care and are as nearer as possible to the actuals.
- (vii) ***New Schemes:*** In the case of new schemes introduced during the year, the dates of introduction and the estimated expenditure for the current year should be mentioned in the remarks column. If provision is included in the Revised Estimates for the current year for any new item of expenditure not provided for in the Budget Estimates of the year it should be clearly stated in the 'Remarks' column whether it has been sanctioned by the competent authority and if so, the number and date of the proceedings sanctioning the expenditure should be quoted in every case.
- (viii) The Revised Estimates for 2009-10 should be prepared duly taking into account the reappropriation/surrenders made during the year 2009-10.
- (ix) ***Contract Appointments:*** The Heads of Departments / Estimating Officers shall ensure that sufficient provisions are made under the detailed head " 300- Other Contractual Services" towards payment of remuneration to the persons appointed on contract/outsourcing basis. They are requested to furnish the relevant orders issued by the competent authority for engaging the persons on contract/outsourcing basis while proposing provision in the Budget. They shall also furnish calculation sheet consisting of Rate of contract, period of contract, no. of persons engaged on contract outsourcing and the total amount required towards payment of remuneration in respect of each sanction order based on which they are proposing provision in the Budget.
- (x) ***Explanations for variations in figures:*** Estimating Officers are requested to furnish brief and clear explanations for material variations between the Budget and Revised Estimates of the current year and the Budget Estimates for coming year both under Receipts and Expenditure. They are informed that in the absence of explanations, any

increase of expenditure included in their estimates is liable to be summarily rejected. While submitting the estimates, the variations, if any, between number and designation of the staff for which provision is made in the estimates and those already furnished by the Estimating Officers in the number statements should be explained in detail with reference to the orders sanctioning the additional staff, etc.

- (xi) ***Estimates for Works:*** Provision should be made in Part – I of the Budget for works which have been sanctioned by the Government or the competent authority. All the Chief Engineers are requested to give full information as to whether the works for which provision is included by them in the Revised Estimates 2009-10 are for repairs to the existing buildings etc., or new works or works in progress and whether the works have been sanctioned by the Government or competent authority. The number and date of order sanctioning each work, the amount of estimate both the original and the revised; the total expenditure incurred on the work to the end of the preceding financial year; and the amount required for expenditure during the current year and next year should invariably be given in the remarks accompanying the Budget Estimates. If complete information is not furnished in the case of any particular work, the provision proposed for will be omitted by the Finance Department.
- (xii) ***Schemes included in the Plan:*** The Heads of Departments and Estimating Officers are requested to see with particular care that provisions relating to schemes included in the Plan for 2009-10 and for Budget Estimates 2010-11 are exhibited separately and distinctly under ***Plan Estimates***. As the Plan Schemes will also be subjected to pre-budget scrutiny on the lines to be indicated by the Finance Department, the estimates may be prepared with as much care as in the case of non-plan estimates. Provisions proposed for plan expenditure should under no circumstances be mixed up or merged with Non-Plan provisions. Wherever lumpsum provisions are made for Plan schemes in the Budget Estimates 2009-10 for want of details, they should be split up and exhibited under sub-detailed heads under detailed heads of appropriation such as Pay, Allowances under “salaries” etc. The estimates should conform to the ceiling communicated by the Planning Department for Revised Estimates 2009-10 and Budget Estimates 2010-11.
- (xiii) ***Rationalization of Sub-Heads:*** It is proposed to rationalize the existing sub heads under each minor head where there are multiple sub heads for different schemes capturing expenditure only on salaries and other connected items. The Heads of Departments and Estimating officers are, therefore, requested to propose a single sub-head for the staff component of all schemes where the expenditure is booked only for salaries and connected items under a particular programme minor head. However, the existing standard sub heads S.H.(01)- Head quarters office, S.H.(02)- Regional offices and S.H.(03)- District Offices would remain unchanged. While rationalizing the existing sub heads under plan the Heads of Departments and Estimating officers are requested to see that the sub heads relating to the matching state share of centrally sponsored schemes and Externally Aided Projects schemes are shown separately under the respective distinct group sub heads. Only sub heads in respect of normal state plan schemes have to be considered for rationalization. Further, the different sub heads for similar purposes like scholarships, training etc. under a programme minor head may also be considered for rationalization subject to the above condition. No new sub heads shall be proposed in the Budget Estimates without specific

administrative and financial sanction issued by the administrative department of Secretariat in consultation with Finance Department.

- (xiv) ***The Heads of Departments and other Estimating Officers are requested to furnish Number statements as instructed in the Govt. Circular Memo.No.5th cited under each Plan Scheme for inclusion in Appendix 'A' to the detailed Budget Estimates along with the Budget Estimates for Plan Schemes.***
- (xv) ***The Heads of Departments are requested to ensure that the amounts allocated for supply of uniform to the "Office Subordinates" under the detailed head "250 Clothing, Tentage and Stores" shall be utilized for the same purpose without diverting for other purposes.***
- (xvi) The Estimates should be prepared only on the basis of existing sanctions and should not provide for any new scheme proposed for the consideration of the Government.
- (xvii) ***Exhibition of Heads relating to Suspense:*** The 'Suspense' head consists of two parts viz., "Debits" and "Credits" resulting in a net 'Debit' or 'Credit'. As under the principles of gross budgeting provisions under the suspense head should only be for gross debit excluding credits under the head, the Estimating Officers concerned with Public Works grants and other grants where provision for works expenditure is involved are requested to furnish separate figures sub-head-wise under the two parts 'Debits and 'Credits' and the net outstanding figures at the end of each year under each sub-head.
- (xviii) ***Provisions under grants-in-aid:*** Particulars, as per para 16.12.1 of the Andhra Pradesh Budget Manual, should invariably be furnished while sending the estimates. Statement showing details of charges and income of the institution receiving grants-in-aid for the previous years should also be furnished in the prescribed proforma along with the Number Statements showing the staff position, their scales of pay, etc., While furnishing the estimates under grants-in-aid, the Heads of Departments and other Estimating Officers are requested to open the sub-detailed heads "311- Grants-in-aid towards salaries", "312- Other Grants-in-aid" and provide the amounts separately under the above sub-detailed heads of account. ***In the absence of Number Statements showing the full particulars, scale of pay etc. the estimates under grants-in-aid towards salaries will not be considered.***
- (xix) The provision required for payment of obsequies to the family of the deceased Government Employees shall be made under the sub-detailed head of account 310 - Grants-in-aid -318 – Obsequies Charges". The provision required for payment of contribution and subsidies shall be made under the detailed heads "320-Contributions and 330 - Subsidies respectively and not under sub detailed head 312 – Other Grants – in-aid."
- (xx) The provisions towards medical reimbursement to Government employees shall be made under the sub-detailed head '017 – Medical Reimbursement' below the detailed head 010 - Salaries, vide instructions issued in Government Memo.No.23929/A/1087/A1/2005, Finance (BG.I) Department, dt:20.09.2005.

- (xxi) All the Utility Payments i.e., Postage, Telephone, Water and Electricity Charges are to be fully provided under respective sub detailed heads 131- Service Postage, Telegram and Telephone Charges, 133 - Water and Electricity Charges under the detailed head 130 - Office Expenses as first charge under non-salary component.
- (xxii) The provision required for payment of “hiring charges of Private Vehicles” shall be made under the sub detailed head “130/134 - Hiring of Private Vehicles” based on the sanction orders.
- (xxiii) Separate estimates shall be sent for providing funds for fixed Traveling Allowance under the new sub detailed head “114 - Fixed Traveling Allowance” in Revised Estimates 2009-10 and Budget Estimates 2010-11 as per instructions issued in this Department Memo.No.16240/642/BG/A1/2002-2, dated 25-11-2002. Similarly requirement for conveyance allowance shall be proposed under ‘110/115 Conveyance Allowance.’
- (xxiv) Where any large provision is proposed in respect of outstanding liabilities or arrear payments, full details should be furnished and the original sanction for incurring such expenditure should invariably be quoted.
- (xxv) Where any expenditure is dependent on finance from outside the State like Government of India, NABARD , Life Insurance Corporation, Central Warehousing corporation etc., estimates should be based only on the last year’s actual release to State or on the basis of actual need whichever is lower and not on hypothetically assumed figures. In such cases, it is necessary to indicate specifically whether the entire amount or only a part of the amount is reimbursable from these Government/Bodies and whether this amount has been taken credit in their estimates of Revenue.
- (xxvi) ***Scrutiny of estimates by the Administrative Department of Secretariat:*** The Administrative Departments of Secretariat are requested to scrutinize the estimates of the Departments under their control and forward to this Department with their comments thereon. The object of examination by the Administrative Departments is to detect excessive or inadequate provision in the Revised Estimates and Budget Estimates which they are in a position to do in the better way in view of their more intimate knowledge of working of the Departments under their administrative control.
- (xxvii) ***The Departments are requested to send proposals for Revised Estimates 2009-10 and Budget Estimates 2010-11 rounding of the figures to the nearest thousand of rupees against each sub-detailed head.***

(xxviii) The Heads of Departments are requested to send their proposals promptly particularly in respect of recoveries of loans and interest receipts. They should send proposals for recoveries and disbursements under loans and advances and interest thereon based on the terms and conditions, imposed in the Government orders sanctioning the loans.

(BY ORDER AND IN THE NAME OF THE GOVERNOR OF ANDHRA PRADESH)

G. SUDHIR,
PRINCIPAL SECRETARY TO GOVERNMENT

To
All Heads of Departments and Estimating Officers.
All Departments of Secretariat.
The Registrar, High Court of A.P. Hyderabad.
The Secretary to Governor, Raj Bhavan, Hyderabad.
The Registrar, A.P. Administrative Tribunal, Hyderabad.
The Registrar, Lok Ayukta, Hyderabad.
The Secretary, APPSC, Hyderabad.
Copy to All Expenditure Sections, O.P.I, O.P.II, Admn.I&II and Pension I Section.
Copy to General Administration (I&PR) Department.
SF/SC.

//FORWARDED BY ORDER//

SECTION OFFICER.